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Attachment 3 to FE

SUBJECT: Letter of Instruction for Chief, [redacted]

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1. The Far East area is so large and the political currents so divergent and constantly changing, I feel the Division requires a special staff to study and plan Division operational policies in certain countries and regional areas. Unless we have such a staff we will constantly tend to react to events as they occur rather than anticipating situations and doing something about them both in an intelligence and political action sense. The Vietnam conflict probably represents a water shed of official policy in East Asia. It is not clear how it will be resolved or what political events will flow from this resolution. We need a group of individuals, a staff, who will examine areas and problems in Asia and who will try to plan our Division policies in advance of events. I am calling this staff the [redacted]

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2. The staff need not be large. I envision two permanent officers at senior level, the necessary secretarial help and a rotating staff of experienced officers (and often young individuals with fresh viewpoints) drawn from within the Division Branches (and subsequently returned) who will contribute their knowledge on a particular problem or situation. We have two great immediate problems to meet; the first, the evolution of Agency policies in the Far East following the resolution of the Vietnam conflict and, two, the gap between the current older leadership generation in the Far East and here in the United States and the young people in both areas. The best way to fill this gap is to be sure that young officers who have a point of view serve on this staff and make their influence felt in Division planning. To this end the staff is empowered to select up to five officers from any part of the Division at any time to serve with the staff up to a period of one year on a particular situation analysis. It must be understood that the officer will not be kept in the staff following his analysis stint and that

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the [redacted] will have already consulted with the Branch and determined his post staff assignment. The point to all of this is to keep fresh, imaginative and interested personalities flowing through the [redacted] in order to be certain that our planning is at least contemporary, and, hopefully, in advance of our needs. You will not be asked to work in a vacuum. The Division command, CFE or DCFE or a particular Branch, will provide you with a prospectus of the problem we wish examined. Once you have the prospectus in hand and you have reviewed in depth the history of the problem, I would expect three types of reports to flow from your office.

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a. The Situation Report. This report should be unfettered and can be as large or as small as the problem laid out in our exposition. We may wish to have you examine an entire nation and what should be done to change or alter that nation's political structure or viewpoint. On the other hand, the Situation Report may concern

only one element in the activities of one or more Stations. For example, the political state of the [redacted] needs examination. Our prospectus will be broad and I will want, among other things, an analysis of the

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Reports should not be overly concerned with the exigencies of the present political situation or the demands of current bureaucracy. Try as much to move away from previously held concepts and to examine alternative needs and uses. You should, as much as possible, avoid slipping into a format approach to the problem. Please avoid the academic "discipline" concept and write simply and to the point. Do not work within the limits of [redacted] production. Please establish direct relationships with [redacted], the intelligence staff of [redacted] and other organizations outside our Agency. In short within the limits of time be in touch with everything and everyone of current intellectual interest and value. There is one restriction to the Situation Report; it is prepared for the Chief of FE Division and is to be used only within the Division.

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b. The Situation Analysis. I feel there is room in FE Division for more and better political analysis. We now have the [redacted] from the Station Chief and the memorandum to the Director which is used by the Division Chief. The [redacted] is useful but many stations require stimulation to produce [redacted]. The memorandum to the Director is of limited use and a new, broad forum for Division opinion and concept seems needed. You can rarely purvey your opinions successfully without finding the correct format in which to do so. Therefore, please play around with the Situation Analysis and see if you can develop the kind of paper which will be interesting to the customers and will express our FE Division point of view. I don't care if it is not fully coordinated (during preparation) with the rest of the Agency. As a matter of fact, I hope it is not. This paper should be what we think and these papers should be written by individuals, not by committees. Just how they are to be used is a matter for further exploration. I can see where a Branch might ask for such a paper to use with an outside agency (after appropriate clearances and through proper channels) and the Staff should be responsive to Branch needs as well as those of the Division. Concomitantly the Branch and Stations should be the wellspring of many

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thoughts and ideas to be examined by the Staff. The difference between the Situation Report and the Situation Analysis is in the continuing nature of the latter. The report is prepared on a broad base to stand as written for several years. I would not expect your Staff to re-prepare a Situation Report on the Philippines each year. The Analysis is the opposite; it is a set of continuing probes of existing political situations with which we must cope.

c. Planning Papers. You should also develop a program for a regular review of planning area by area in the Far East and produce papers on an occasional basis which suggest and recommend changes in Division planning. These papers should arise naturally as operational adjuncts to the Situation Reports and Situation Analysis, but as distinct from these, the Planning Papers should lean heavily on the advice and know-how of the Stations in the first instance and subsequently the Branches in Headquarters. The Planning Paper should be a tool for both the Station Chief and Branch Chief on one hand and CFE on the other. The Planning Paper should not be concerned with manning tables, budgets and the paraphernalia of government. It should seek to say what [redacted] should do in a particular situation but should eschew saying how it should be done. In example: A Planning Paper might recommend a completely unilateral Station effort in Taipei and document just why such an effort would be profitable. You and your officers should be prepared to make field trips and examine the areas at first hand before preparing the final paper at Headquarters.

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3. One of the historic problems with research and analysis groups has been their unwillingness to finish a paper. As in [redacted] case, the analyst can always find valid reasons to continue his education. You should work up a definite program of deadlines so that in one way or another you will have produced a paper at a certain time. Many of the problems are not fully resolvable but they are still worth examination and action. Let us not over-research the matter. We will goad you a bit by setting time frames for the Situation Reports in the prospectus we give you. It will be your own business to set continuing deadlines on the Situation Analysis and the Planning Papers.

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